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REPORT OF THE SECRETARY-GENERAL PURSUANT TO SECURITY COUNCIL RESOLUTION 757 (1992)

INTRODUCTION

1. In paragraph 17 of resolution 757 (1992) the Security Council demanded "that all parties and others concerned create immediately the necessary conditions for unimpeded delivery of humanitarian supplies to Sarajevo and other destinations in Bosnia and Herzegovina, including the establishment of a security zone encompassing Sarajevo and its airport". In paragraph 18 of the same resolution, the Council requested the Secretary-General "to continue to use his good offices in order to achieve the objectives contained in paragraph 17 above". The present report is submitted in order to inform the Council of progress made in this connection and request the Council's authorization for a resulting change in the mandate and strength of the United Nations Protection Force in Yugoslavia (UNPROFOR).

I. REOPENING OF SARAJEVO AIRPORT

2. In keeping with the Council's request to the Secretary-General in paragraph 18 of resolution 757 (1992), the Force Commander of UNPROFOR, Lieutenant-General Satish Nambiar, sent his Director of Civil Affairs, Mr. Cedric Thornberry, to Sarajevo on 2 June 1992 to pursue negotiations with the parties to the conflict in Bosnia and Herzegovina. Mr. Thornberry, assisted by the Chief Military Observer based at UNPROFOR headquarters in Sarajevo, Colonel John Wilson, engaged in intensive discussions over a three-day period with representatives of the Presidency of Bosnia and Herzegovina, leaders of the Croatian Democratic Party, Mr. Radovan Karadzic and other leaders of the self-proclaimed "Serbian Republic of Bosnia and Herzegovina" and the Commander of the Army of that "Republic", General Ratko Mladic.

3. The discussions, which were based upon the Council's demands in paragraph 17 of resolution 757 (1992), concentrated on the question of the reopening of Sarajevo airport for the delivery of humanitarian supplies and related purposes, under the exclusive authority of the United Nations. On

5 June an agreement to this effect was signed by all the members of the Presidency of Bosnia and Herzegovina, and separately by Mr. Karadzic for the Bosnian Serb side. The text of the agreement is annexed to the present report.

4. As will be seen, UNPROFOR is asked to take over full operational responsibility for the functioning and security of Sarajevo airport. UNPROFOR would ensure the immediate security of the airport and its installations, supervise the operation of the airport (using as far as possible its present civilian employees), control its facilities and organization, facilitate the unloading of humanitarian cargo and ensure the safe movement of humanitarian aid and related personnel. UNPROFOR would also verify the withdrawal of anti-aircraft weapons systems from within range of the airport and its approaches and monitor the concentration of artillery, mortar, and ground-to-ground missile systems in specified areas which would be agreed by it. The addition of these functions to UNPROFOR's mandate would of course require the consent of the Security Council, which would also have to approve a corresponding increase in the Force's strength.

II. CONCEPT OF OPERATIONS

5. The Force Commander of UNPROFOR has, on the basis of the agreement, proposed a concept of operations that envisages implementation in four phases. In Phase 1, immediately following approval by the Security Council, United Nations military observers would be deployed to Sarajevo to supervise the withdrawal of anti-aircraft weapons and the concentration of heavy weapons at agreed locations, as provided for in the agreement, in order to create security conditions for the reopening of the airport. At the same time, technical personnel, consisting largely of the existing staff of Sarajevo airport but possibly including international experts, would undertake an evaluation of the airport's serviceability, the condition of its equipment and the measures required to control and receive aircraft, offload stores and control the flow of humanitarian aid.

6. In Phase 2, an infantry battalion would be deployed to ensure the immediate security of the airport and its installations. In Phase 3, the civilian personnel required to operate the airport, as well as representatives of humanitarian agencies, would be deployed at the airport. Finally, in Phase 4, the airport would be opened for humanitarian and official flights. The special regime provided for in the agreement would continue until such time as normal life can be restored to Sarajevo and the surrounding area. It is envisaged that the four phases would take a minimum of 10 days to implement following a decision of the Security Council.

7. The Force Commander proposes to establish a fifth UNPROFOR sector headquarters at Sarajevo in order to undertake the tasks arising for the Force as a result of the present agreement and other agreements which may be achieved in accordance with paragraphs 17 and 18 of resolution 757 (1992). This is of course without prejudice to the re-establishment of UNPROFOR headquarters in Sarajevo as soon as security conditions permit.

8. General Nambiar estimates that the tasks UNPROFOR would perform under the terms of the airport agreement would require the following additions to its strength:

(a) A reinforced infantry battalion of some 1,000 persons;

(b) 60 military observers;

(c) Additional military and civilian staff for the Sarajevo sector headquarters;

(d) 40 civilian police to supervise the peaceful functioning of the airport;

(e) Possibly some technical personnel, engineers and airport staff, if the existing airport personnel require reinforcement.

The UNPROFOR elements stationed at Sarajevo airport would in addition require the appropriate equipment, including armoured personnel carriers, other vehicles, communications equipment and defence stores.

9. A statement of the financial implications of this recommendation is being issued separately as an addendum to the present report. It is emphasized that these relate only to the additional requirements created by the airport agreement. Further reinforcement of UNPROFOR would be necessary if it is in due course required to play a part in the establishment of a security zone around Sarajevo.

III. OBSERVATIONS

10. The annexed agreement represents a significant breakthrough in the tragic conflict in Bosnia and Herzegovina, although it is only a first step towards the fulfilment of the requirements of Security Council resolution 757 (1992). In keeping with paragraph 17 of that resolution, I have asked General Nambiar to pursue negotiation of a broader security zone encompassing the city of Sarajevo as a whole, as a second phase of the negotiations.

11. It is my view that the opportunity afforded by the willingness of the parties to conclude the present agreement should be seized, and I have accepted the concept of operations proposed by the Force Commander. Given that heavy weapons will remain in the hills overlooking Sarajevo and its airport, albeit supervised by UNPROFOR, the viability of the agreement will depend on the good faith of the parties, and especially the Bosnian Serb party, in scrupulously honouring their commitments. It will also be necessary to elaborate further the question of security corridors, initially between the airport and the city and in due course beyond, in order to permit the distribution of the humanitarian supplies that are flown in.

12. I would not wish to conceal from the Security Council that the operation described above, if approved by the Council, will involve significant risks. As I have reported before, many earlier agreements in Bosnia and Herzegovina have been broken. However, the humanitarian emergency in Sarajevo and elsewhere in that Republic grows daily more severe and there is an ever more urgent need to bring the fighting in Bosnia and Herzegovina under control. Successful implementation of the agreement of 5 June, which reaffirms the existing cease-fire agreement as well as providing for the reopening of the airport, would serve both the humanitarian and the political objectives.

13. I accordingly recommend to the Security Council that it take the necessary decision to enlarge the mandate and strength of UNPROFOR, as proposed in the present report. It is to be hoped that this will be the first stage of a process that will restore peace to the long-suffering Republic of Bosnia and Herzegovina.

Annex

Agreement of 5 June 1992 on the reopening of Sarajevo airport for humanitarian purposes

As a first step towards the implementation of Security Council resolution 757 (1992), paragraph 17;

The undersigned have agreed that:

1. The cease-fire declared for 1800 hours on 1 June 1992 in and around Sarajevo is reaffirmed. The cease-fire will be monitored by UNPROFOR, and the parties will provide liaison officers and escorts to assist in its verification.

2. To provide physical guarantees that fire will not be brought to bear against the airport, flying aircraft, or aircraft on the ground, they agree that:

(a) All anti-aircraft weapon systems will be withdrawn from positions from which they can engage the airport and its air approaches and be placed under UNPROFOR supervision.

(b) All artillery, mortar, ground-to-ground missile systems and tanks within range of the airport will be concentrated in areas agreed by UNPROFOR and subject to UNPROFOR observation at the firing line.

These measures will be established prior to the opening of the airport.

3. The parties undertake not to attempt to interfere in any way with the free movement of UNPROFOR-supervised air traffic into and out of Sarajevo airport. Such traffic will consist of:

(a) Humanitarian and re-supply missions.

(b) United Nations and European Community or related missions.

(c) Official missions.

All possible measures will be taken to give advance notice to all concerned regarding such flights.

4. UNPROFOR will establish a special regime for the airport, and will supervise and control its implementation and functioning. This regime will be established at the earliest possible date after the approval of all concerned, with preparatory work beginning immediately after signature. All parties undertake to facilitate these processes, together with the handover of the airport to UNPROFOR.

5. Facilities, organization and security inside the airport, including perimeter security, will be supervised and controlled by UNPROFOR with its civil, military and police personnel.

6. UNPROFOR will control all incoming personnel, aid, cargo and other items to ensure that no warlike materials are imported, and that the airport's opening is not otherwise abused in any way. The parties' humanitarian organizations will each establish an office at the airport to facilitate UNPROFOR's related tasks.

7. All local civilian personnel required for the operation of the airport will be employed on a basis of non-discrimination, and will be supervised and controlled by UNPROFOR. To the extent possible, such personnel will comprise the current employees of the airport.

8. Humanitarian aid will be delivered to Sarajevo and beyond, under the supervision of the United Nations, in a non-discriminatory manner and on a sole basis of need. The parties undertake to facilitate such deliveries, to place no obstacle in their way, and to ensure the security of those engaged in this humanitarian work.

9. To ensure the safe movement of humanitarian aid and related personnel, security corridors between the airport and the city will be established and will function under the control of UNPROFOR.

10. This agreement shall be without prejudice to the settlement of constitutional questions now under negotiation; and to the safety and security of all inhabitants of Sarajevo and its surrounding area.